

Local Government Commission

Mana Kāwanatanga ā Rohe

Draft Proposal for Reorganisation of Local Government in Wellington

Volume 1

Public report: Summary document

December 2014

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Draft Proposal for Reorganisation of Local Government in Wellington

Volume 1 Public Report: Summary document

Local Government Commission
Mana Kāwanatanga ā Rohe
Wellington

December 2014

Foreword

The last major reform of councils in Wellington Region occurred a generation ago, in 1989. When the Local Government Commission was asked to take a fresh look at these structures we became aware many people regarded the process as a once in a generation opportunity to make positive change.

Local government plays a fundamental part in the daily lives of every New Zealander. Councils provide the infrastructure and services that enable people to travel easily in cars or on foot, on bikes, buses and trains, to drink clean water, dispose of sewage and waste, go to the library, celebrate a community event, walk their dog and play with their children in the park. Local councils also plan for the future. It is critical for them to meet the needs of the mokopuna of future generations through careful planning and wise long-term decisions.

The Local Government Commission is responsible for ensuring councils are organised in the best way possible to meet the current and future needs of communities.

The elected representatives of Wellington Region and the Wairarapa asked for new council structures to better meet their needs. We carefully considered their requests and consulted widely with many other affected parties.

We found there were many aspects of local government which had worked well till now. But we also recognised there are limitations, inadequacies and challenges. Perhaps most importantly, we identified strong factors which inter-connect the region and give it a common future goal. There is a case for change. We have proposed a structure of local government to best meet the needs of the people of the entire region over the next 30 years.

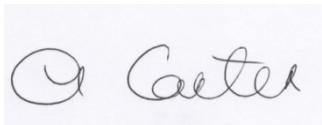
We propose to establish one Wellington council – the Greater Wellington Council. It will combine all of the functions of the current councils. The Greater Wellington Council will have all of the responsibilities of the regional council and the city and district councils. Decision-making will be shared between the governing body (mayor and councillors) and eight local boards.

This report presents the proposed structure to the people of the region as a draft reorganisation proposal. We are now seeking feedback.

We commend this proposed reorganisation of Wellington local government to you



Basil Morrison
Chairman



Anne Carter
Commissioner



Janie Annear
Commissioner

*Nei rā te Kōmihana e mihi atu ana ki a koutou ngā mōrehu
o ngā mātua tūpuna kua wehe atu kī te pō.*

*Tēnā koutou e rau rangatira mā i tēnā marae kāinga i tēnā hāpori,
te mana whenua i te Ūpoko o te Ika a Māui.*

Tēnā hoki koutou o ngā iwi e whai pānga ana ki te rohe nei.

*Ko te tūmanako,
he kaupapa pūrangiaho,
he kaupapa mārama ēnei
kia taea ai koutou ki te whakahoki whakaaro mai
ki a mātou te Kōmihana.*

*Nau mai haere mai ki te whakarongo kōrero
ki te whakaputa whakaaro!*

Nāku, Nā

Basil Morrison
Tumuaki, Mana Kāwanatanga-a-Rohe

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Chapter 1: Introduction

About Volume 1 – Public report

- 1.1 This document summarises the decisions described in detail in *Volume 2 Technical report – Evaluation of the options and the draft proposal*. Most of the content is from the executive summary, and chapter 7 is from Part 9, and Appendix A is from Part 8.

Why this process was begun

- 1.2 Wellington is our capital. It matters to the country. It is at the heart of decision-making about the future of our country and our international standing. It is often the face the country shows the world when New Zealand hosts high-profile international events.
- 1.3 The *Local Government Act 2002* (section 24AA) sets out the purpose of local government reorganisation as to:

“Improve the effectiveness and efficiency of local government by-

- (a) providing communities with the opportunity to initiate, and participate in considering, alternative local government arrangement for their area; and
- (b) requiring the Commission, in consultation with communities, to identify, develop, and implement in a timely manner the option that best promotes good local government.”

- 1.4 The Commission is required to consider the best option for local government with a focus on fitness for the future. To make the absolute best out of scarce capital resources, Wellington needs to put in place a comprehensive spatial plan and align all of its efforts in the broad interests of all of Wellington. Our proposal supports that effort.
- 1.5 The major challenges of infrastructure, demographics, economic development, hazards and environmental management are regional in scale, nature and effect. Their impact crosses current council boundaries. Local government responses need to be regional in scale.
- 1.6 Current regional decision-making relies on collaborative decision-making and action between multiple councils. This collaboration has not been sufficiently successful in the past for the region to rely on it to effectively meet future challenges.
- 1.7 Wellington regional communities also face ongoing local issues and demands that reflect the importance of place, of local neighbourhoods, services and amenities, of local reserves and recreation facilities, of community safety and of local identity.

- 1.8 The ability to deal with important local issues will not be lost in an attempt to deal with the bigger, region-wide issues.
- 1.9 The elected representatives of Wellington Region and Wairarapa asked for new council structures to better meet their needs. We carefully considered their requests and consulted widely with many other affected parties.
- 1.10 This report presents the Commission's consideration of the original and alternative applications for local government reorganisation in Wellington Region.
- 1.11 The Commission received two reorganisation applications relating to the local government arrangements for Wellington Region. The first was from the three Wairarapa territorial authorities. This sought the establishment of a single unitary authority for the Wairarapa. The second application was from the Greater Wellington Regional Council. This sought the establishment of a single unitary authority for the existing region, including the Wairarapa.
- 1.12 The Commission also assessed a number of alternative applications that were lodged in response to the required public notification of the original applications.

Overview of the current situation

- 1.13 With a population of fewer than 500,000 people, Wellington is currently governed by nine councils which administer 321 plans. It has eight mayors, one regional council chair, 95 other councillors and 57 community board members.
- 1.14 The nine councils employ 3,256 staff. They pay elected member remuneration of \$5.3m and chief executive remuneration of \$2.6m per annum, administer physical assets valued at \$12.8b and collect rates revenue totalling \$588m each year.
- 1.15 Wellington has particular region-wide and long-term challenges relating to:
 - its ageing population
 - uneven patterns of growth and expected decline
 - exposure to natural hazards
 - ageing infrastructure
 - the need to diversify the region's economy
 - the longer term consequences of climate change and sea level rise.
- 1.16 To deal with these challenges the region needs stronger and more effective regional planning and decision-making.
- 1.17 The region also faces particular local needs. There is competition for the use of parks and reserves and sports facilities.
- 1.18 Unless Wellington local government is able to enhance and strengthen its ability to plan, deliberate on, and implement activities at a regional level, it will not successfully address the major issues which challenge the region.
- 1.19 Of the available options the proposed Greater Wellington Council best meets the criteria in the *Local Government Act 2002* for 'good local government'.

Overview of the proposal

- 1.20 After considering the reasonably practicable options, the Commission proposes to establish one Wellington council with eight local boards. The Greater Wellington Council will merge all of the current councils in the region including the Wairarapa. The Greater Wellington Council will have all of the responsibilities of the regional council and the city and district councils. Decision-making will be shared between a governing body and the eight local boards. A summary of the proposed structure is given in Figure 1:

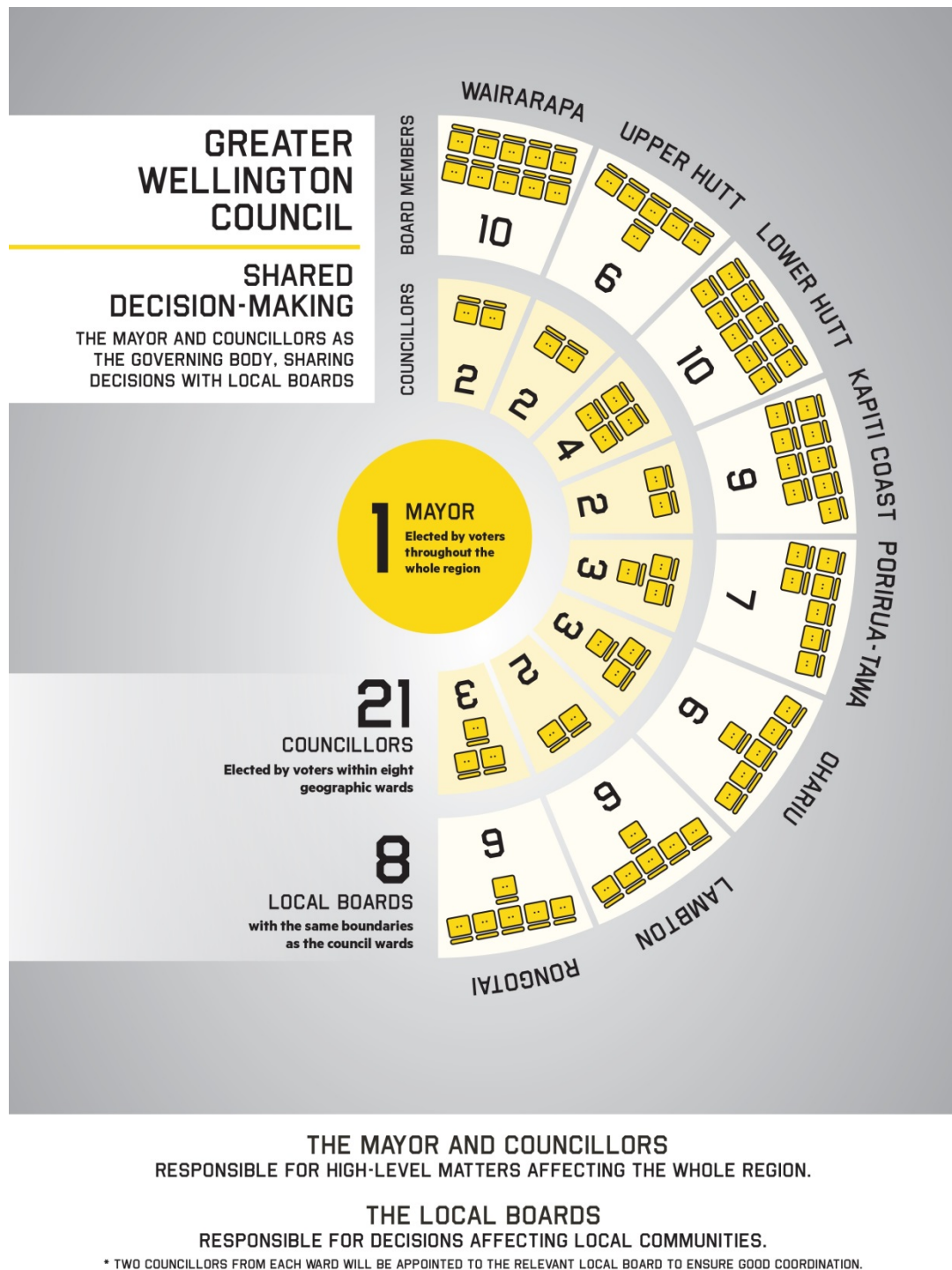


Figure 1: The proposed Greater Wellington Council's structure

- 1.21 To best deliver stronger regional planning and decision-making, while preserving strong local representation and community focus, the Greater Wellington Council will include eight local boards. The local boards are an integral and essential component of the council. They will work alongside the governing body – the mayor and councillors – as part of the coherent whole of the council structure.
- 1.22 The elected members of the proposed Greater Wellington Council will be: one mayor, 21 councillors, and 60 local board members.
- 1.23 The mayor will be elected at large across the wider Wellington Region. Councillors will be elected from eight wards. The boundaries of the local boards correspond to the ward boundaries. The elected membership of the proposed wards and local boards is itemised in Table 1:

Table 1: Elected membership of wards and local boards

Ward / Local Board	Councillors	Local Board Members	Total elected representatives, wards and boards
Wairarapa	2	10	12
Upper Hutt	2	6	8
Lower Hutt	4	10	14
Kapiti Coast	2	9	11
Porirua-Tawa	3	7	10
Ohariu	3	6	9
Lambton	2	6	8
Rongotai	3	6	9
Total	21	60	81

- 1.24 The council administrative headquarters will be located in the current Wellington City Council area. The Greater Wellington Council will have area offices throughout the region to support each local board. It will also retain existing service centres to ensure the widest-possible access to council services.
- 1.25 The proposal:
- recognises Wellington's wider regional community of interest as well as the distinct local communities of interest within the region
 - offers the greatest opportunity to address the significant future issues facing the region relating to infrastructure, demographics, economic development, hazards and environmental management. These issues are regional in scale and impact and will require regional scale responses
 - offers the maximum potential for future councils to understand and engage with their communities, both at a local level and at a regional level
 - offers the greatest scope to align decision-making with the communities that are directly interested in or affected by the decision. It maintains two realms of decision-making, one regional and one local

- reflects the principle of subsidiarity, or decision-making by the smallest unit of government. It strikes a new balance between local decision-making and action, and regional decision-making and action
- supports the opportunity for local leadership and local emergency management response, which is particularly important for the Wairarapa
- offers the greatest potential for Māori to participate in decision-making because it best aligns with iwi and hapū levels of decision-making
- is the option that relies the least on collaboration between councils in order to be successful
- provides the maximum opportunity for the whole region to enhance its representation, advocacy and political voice as it seeks to compete nationally and internationally. It also provides an effective local voice in decision-making
- provides the greatest ability to focus on ways to lift the whole region's national and global competitiveness
- affords the greatest scope to develop the future leadership required to drive the region's success
- offers the greatest capacity for delivering better decisions
- delivers economies of scale, scope and management with respect to core local government services. These include network infrastructure, public transport, avoiding or mitigating hazards, and community facilities and services
- provides the greatest potential to secure benefits from improved regulatory activity through standardisation, scale and managerial economies
- provides the maximum opportunity to deliver benefits from spatial planning. Benefits arise from effectively integrating planning and aligning planning responsibility with financial responsibility across a range of key local government obligations
- affords the greatest scope to simplify planning, while at the same time ensuring that there is an effective local voice in decision-making
- delivers a wide range of opportunities to improve economic performance.

Comparison with Auckland

- 1.26 On balance, the case for change in Wellington is not as compelling as it was in Auckland. Wellington does not face the growth pressures of Auckland. Nor does it have the level of dysfunction between current councils that was evident in Auckland prior to amalgamation. None of the current councils is in a situation of immediate crisis or at risk of short-term failure.
- 1.27 Significant lessons have been learned from the establishment of the Auckland Council. The balance of responsibility between local boards and the governing body of the proposed Greater Wellington Council is different from that which has evolved in Auckland.

- 1.28 The Commission expects the Wellington local boards will have greater power than Auckland local boards with respect to non-regulatory functions, for example, functions outside the consents and permits of the *Resource Management Act 1991* or *Building Act 2004*. This is achieved through the proposed allocations and delegations of decision-making responsibilities to the local boards. Auckland Council has kept more functions within CCOs (council-controlled organisations) than Wellington, which limits the ability of local boards to influence decisions such as those involving local transport. Auckland Council also does not appoint councillors to local boards, but this is proposed for Wellington to improve communication and coordination.
- 1.29 We propose a large merger to establish a larger council, yet the proposed Greater Wellington Council would serve a population comparable to the former Auckland City Council prior to the 2010 amalgamation. It will be considerably smaller than the new Auckland Council, which governs a population of more than 1.5 million people.

Chapter 2: Current organisation

Wellington Region

2.1 Wellington Region is currently administered by the:

- Wellington City Council
- Porirua City Council
- Kapiti Coast District Council
- Hutt City Council
- Upper Hutt City Council
- South Wairarapa District Council
- Carterton District Council
- Masterton District Council
- Tararua District Council (a small part in the north-east of the region)
- Greater Wellington Regional Council.

2.2 The following iwi and hapū are found in Te Upoko o Te Ika and currently operate under a number of different mandates and through a number of different representative arrangements:

- Ngāti Kahungunu – Ngāti Kahungunu Iwi Inc.
- Ngāti Kahungunu ki Wairarapa – Tāmaki Nui ā Rua
- Ngāti Kahungunu ki Wairarapa – Tāmaki Nui ā Rua Trust
- Ngāti Raukawa ki te Tonga – Te Rūnanga o Raukawa Incorporated and Ngāti Raukawa ki te Tonga Trust (fisheries only)
- Ngāti Toa Rangatira – Te Rūnanga o Toa Rangatira Inc. (*Ngati Toa Rangatira Claims Settlement Act 2014*)
- Rangitāne (North Island) – Rangitāne Settlement Negotiations Trust – Mandate recognised by the Crown for Treaty of Waitangi settlement negotiations (Agreement in Principle signed with the Crown on 28 March 2014)
- Rangitāne o Wairarapa Inc.
- Taranaki Whānui ki te Upoko te Ika (*Port Nicholson Block (Taranaki Whānui ki Te Upoko o Te Ika) Claims Settlement Act 2009*) along with the Wellington Tenth Trust (Te Atiawa/Taranaki Whānui)
- Te Atiawa (Wellington) – Te Atiawa ki te Upoko o te Ika a Māui Pōtiki Trust (fisheries)
- Te Atiawa ki Whakarongotai – Ati Awa ki Whakarongotai Charitable Trust.

2.3 Physically and topographically the region has four areas running roughly parallel along a northeast–southwest axis. The distinct topographical features of the region reflect the prolonged and very significant action of the major fault lines that cut across the region.

- 2.4 The region's topography constrains its transport system, which comprises a number of valley-based local networks connected by motorways and railway lines. The Port of Wellington provides the major connection between the North and South Islands. Wellington airport is a major domestic hub and also provides international services to Australia. The road and rail connections to the north of Wellington Region are its key land based lifelines to the rest of the country. They are very vulnerable to the effects of earthquakes, landslides, tidal surge and tsunami.
- 2.5 Within Wellington Region there are significant local communities of interest with their own sense of place and distinct identity, and their own local amenities, cultural and recreational facilities. But there is a very high degree of interdependence between these communities reflected in high levels of commuting across the region, patterns of retail expenditure and deep-seated economic flows of inputs, products, services and income across Wellington Region, including the Wairarapa. Functionally, the Wairarapa is part of the Wellington economy and an integral part of the way that the people of the region live, work and play.
- 2.6 In the ten years to 2013, Wellington Region performed worse than the national economy on all indicators except employment growth and business unit growth. The Wellington economy is dominated by the government sector. To perform better it needs to diversify and significantly lift its national and international competitiveness. Leadership and the ability to deliver a single plan for the region will be critical to improved competitiveness and better economic outcomes.
- 2.7 Wellington Region is home to fewer than 500,000 people. Overall the population is expected to age significantly and grow slightly over the next 30 years. But growth will be uneven. Increases will be centred on central, urban Wellington. Population decline is projected for some of the rural parts of the region. Significant reductions in the working-age populations of Lower Hutt, Upper Hutt and the Wairarapa are also forecast.
- 2.8 Wellington is our capital city. It matters to our country. It is at the heart of decision-making about the future of our country and our international standing. It is often the face the country shows the world when New Zealand hosts high-profile international events. Wellington faces particular region-wide long-term challenges relating to:
- its ageing population
 - uneven patterns of growth in some areas and expected decline in others
 - exposure to major earthquakes, tsunami, floods which could devastate the region
 - the need to diversify the region's economy to build competitiveness, resilience and performance
 - the longer term consequences of climate change and sea level rise.
- 2.9 To deal with these challenges Wellington needs effective regional planning and decision-making.

- 2.10 The region also faces particular local needs. Whether it is the competition for the use of parks and reserves, the ongoing development of the Dowse Art Museum in Lower Hutt and Te Rauparaha Arena in Porirua, or the revitalisation of town centres, Wellington needs effective local governance. It needs its decision-makers to remain close to individual neighbourhoods, to be responsive to communities, and to recognise and reflect the qualities that make these smaller areas distinct and different.

The current system of local government

- 2.11 Together the councils of Wellington Region have:

- financial assets valued at \$563 million (30 June 2013)
- investment in physical assets valued at \$12.8 billion (30 June 2013)
- debt totalling \$785 million (30 June 2013)
- forecast debt totalling \$1,336 million (by 30 June 2022)
- eight mayors, ninety-six councillors (including the regional council chair), and 57 community board members
- full-time equivalent staff totalling 3,256 (April 2014)
- 321 plans currently produced under the *Resource Management Act 1991*, *Local Government Act 2002*, *Land Transport Management Act* and *Reserves Act*.

- 2.12 Together the councils of Wellington Region pay:

- elected member remuneration (including mayors/chair) of \$5.3 million per annum (2012/13)
- chief executive officer remuneration of \$2.6 million per annum (2012/13)
- audit fees for the audit of the 2012-13 annual reports of \$1.36 million
- audit fees for the audit of the 2012-22 long-term plans of \$0.863 million.

- 2.13 The following issues are particularly relevant to considering the reorganisation of local government:

- the variation in the financial position of the councils and their communities, and the growing gap between them in the future in terms of their ability to meet the needs of their communities due in part to quite inequitable endowments of strategic assets (especially the port and the airport) and equally uneven patterns of expected growth and demographic change
- the particular challenges the Hutt Valley and Wairarapa communities face with forecast declines in their working-age populations, but substantial required investment in infrastructure
- the particular challenges of the Kapiti Coast community, with relatively high level of council debt, significant investment required in both replacing existing and building new infrastructure, and a large proportion of the community on fixed incomes with limited ability to pay

- the need to fund significant renewals in the region's ageing pipe networks because across the region almost 50% of existing water pipes and around 40% of wastewater pipes are in poor or very poor condition and the largely unbudgeted cost of replacing them is between \$1.7 billion and \$2.6 billion
- the need for the councils to invest significantly more to increase the resilience of the region's infrastructure and to manage down hazard risks
- the need to co-ordinate planning and investment to ensure that the region gets the best possible value from its limited resources
- the need to make, fund and implement regional scale decisions in order to deal with the future challenges that the region faces including: transport, urban development, future provision of infrastructure, environmental management, economic development and competitiveness, natural hazards, and climate change
- the extensive attempts that have been made to undertake regional scale decision-making through collaboration, and to deliver services more efficiently through shared services arrangements, and the limited success and high transaction costs of these voluntary initiatives.

Chapter 3: The applications

- 3.1 The Commission is required by the legislation to identify what it believes is “the best option” for the structure for local government in Wellington. It must do so with a focus on the future. This requires consideration of the past performance and current circumstances of the existing councils, but more importantly it must address the challenges that the region and its councils will have to deal with in the foreseeable future.

Wairarapa councils’ application

- 3.2 On 23 May 2013 the Wairarapa councils lodged an application, on behalf of the three Wairarapa territorial authorities (Masterton, Carterton and South Wairarapa District Councils).
- 3.3 The Wairarapa councils’ application proposed to combine the three existing territorial authorities in the Wairarapa to create a new unitary authority, with a consequential alteration of the boundaries of Wellington Region to remove the Wairarapa from it. The application also required consideration of the Wellington regional boundary which currently includes a small area of Tararua District. The application involved the transfer of statutory obligations of the existing Wairarapa territorial authorities, and the Greater Wellington Regional Council in relation to the Wairarapa, to the new unitary authority. No other changes were proposed to the remainder of Wellington Region.
- 3.4 The Commission considered the Wairarapa councils’ application on 13 June 2013 and agreed to assess the application.
- 3.5 The establishment of a unitary authority for the Wairarapa impacted on the whole Wellington Region because of its impact on the current Greater Wellington Regional Council. Therefore the Commission declared that the “affected area” was the whole of Wellington Region including the small area of Tararua District currently in the region.

Greater Wellington Regional Council application

- 3.6 An application from Greater Wellington Regional Council was received on 21 June 2013. Its proposal was to create a single unitary authority covering the whole of the current Wellington Region apart from the area of Tararua District in the region.
- 3.7 The proposed unitary authority included a governing body and local boards, along similar lines to the Auckland Council. Under this proposal all statutory obligations of the existing territorial authorities in the region and the Greater Wellington Regional Council would transfer to the new unitary authority. The proposal set out a proposed structure of local boards and a proposed initial allocation of responsibilities to them.
- 3.8 At its meeting on 4 July 2013 the Commission agreed to assess the application. It again declared that the “affected area” was the whole region including the small area of Tararua District currently in the region.

Community support

- 3.9 In addition to support for the individual applications, the Commission had to satisfy itself that there was also “demonstrable community support” for local government reorganisation more generally in each affected district. Both of the original applications included information that demonstrated such support, including letters of support and results of a number of public opinion surveys. The Commission also noted that there had been considerable work and region-wide debate on reorganisation since 2010. As a result, the Commission determined that there was “demonstrable community support” for local government reorganisation in Wellington Region.

Alternative applications

- 3.10 On 8 July 2013 the Commission publicly notified the two applications for reorganisation in Wellington and called for alternative applications. A total of 21 responses were received and 15 of these were accepted as “alternative applications” that is they proposed local government arrangements different from status quo arrangements.

Chapter 4: “Reasonably practicable options”

4.1 From the original and alternative applications, the Commission was required to identify and evaluate the “reasonably practicable options” as defined in clause 11(5) of Schedule 3 of the *Local Government Act 2002*. These tests involved the proposed councils:

- having the necessary resources to undertake their roles effectively (clause 11(5)(a))
- having appropriate districts for their roles (clause 11(5)(b)),
- not unnecessarily dividing communities of interest (clause 11(5)(c)), and
- enabling effective catchment-based flooding and water management (clause 11(5)(d)).

This step filtered out options that were not considered to be workable for these reasons.

4.2 As a result of this step, four alternative applications were identified by the Commission as not being “reasonably practicable options”. These applications were for proposals extending beyond the identified “affected area” involving further areas of the east coast as far as Wairoa District.

4.3 The remaining applications were then divided into two broad groups:

- Proposals that retained one directly elected body for Wellington Region:
 - **Stronger Regional Delivery** – a modified status quo involving the transfer of particular statutory obligations from territorial authorities to the Greater Wellington Regional Council
 - **Enhanced Local Efficiency** – territorial authority amalgamations including one or more of the following: the Wairarapa, the Hutt Valley, Wellington and Porirua Cities and possibly Kapiti Coast District Council, also including the option of enhanced status quo arrangements for parts of the region
 - **One Wellington Council with local boards** – a unitary authority for Wellington Region excluding the small area of Tararua District currently in the region
 - **One Wellington Council with no local boards** – a unitary authority for Wellington Region excluding the small area of Tararua District currently in the region
- Proposals that removed the current directly elected regional body in part or all of Wellington Region:
 - **A Wairarapa Unitary Authority** – with (enhanced) status quo arrangements elsewhere in Wellington Region
 - **Multiple Unitary Authorities** in Wellington Region, including separate authorities for the Wairarapa and Kapiti Coast, with the option of collaborative arrangements between authorities.

- 4.4 A number of the applications depended on the creation of a Wairarapa unitary authority, so the Commission then focused on whether or not a Wairarapa unitary authority was a “reasonably practicable option” and passed the relevant legislative tests.

Option of a unitary authority for the Wairarapa

- 4.5 The Commission determined that the establishment of a Wairarapa unitary authority would result in:
- significantly greater costs for the people of the Wairarapa than the status quo when they already pay amongst the highest rates per person in Wellington Region
 - less ability to share the costs of addressing public transport, flood protection and other regional council functions with the rest of region
 - risk to the delivery of public transport services to the Wairarapa due to the ongoing need to rely on councils agreeing a funding formula for a single network
 - limited ability to progress initiatives like the Wairarapa water investigation project, which would limit opportunities for economic development
 - inability to meet future requirements with respect to environmental management and flood protection
 - significant transition costs which would not be able to be recovered in the short to medium term
 - a council that would have a shortfall in required revenue closer to the \$10 million to \$11 million per annum end of the estimates than the \$2 million per annum estimates.
- 4.6 The Commission believes any council established as a result of a reorganisation scheme would be expected to be able to operate effectively not just in the short-term but over a span of decades.
- 4.7 **The Commission concludes that it could not be reasonably satisfied that a Wairarapa unitary authority would have the necessary resources, both now and into the future, to effectively carry out the responsibilities, duties and powers, of both a territorial authority and a regional council.**
- 4.8 A key aspect of the financial challenges that a Wairarapa unitary authority would face would be the ability to manage a considerable forward capital works programme, not just for the territorial authority functions, but also for flood protection. Given this, the major changes in the requirements for effective water management through the National Policy Statement for Freshwater Management, and the challenges in attracting and retaining adequate capability to discharge the functions of a regional council, **the Commission also concluded that it could not be reasonably satisfied that establishing a Wairarapa unitary authority would enable effective catchment-based flooding and water management.**

- 4.9 Finally, the Commission noted that there was a degree of economic interdependence between the people and communities of the Wairarapa and the rest of Wellington Region that needed to be supported by local government arrangements. The people of the Wairarapa have a significant interest in the regional level decisions that affect the development of Wellington, and in regional transport decisions in particular. **The Commission concluded that dividing the people and communities of the Wairarapa from the rest of Wellington Region would divide a regional community of interest**, further challenging the requirements of clause 11(5) of Schedule 3 of the *Local Government Act 2002*.
- 4.10 In short, the Commission determined that a Wairarapa unitary authority did not meet the statutory tests for it to be considered to be a “reasonably practicable option” for local government in Wellington.

Options with multiple unitary authorities

- 4.11 Alternative applications by Wellington City Council, Hutt City Council, Upper Hutt City Council, and some individuals relied to some degree on the establishment of a Wairarapa unitary authority. Some of these applications proposed multiple unitary authority governance models. These options had other challenges because they presented difficulties in either providing effective catchment-based flooding and water management (clause 11(5)(d) of Schedule 3), or in providing for the alignment of decision-making and funding for issues, or activities that would cross the boundaries of the new unitary authorities (which presented challenges with respect to clauses 11(5)(b) and 11(5)(c) of Schedule 3).
- 4.12 Having concluded that a Wairarapa unitary authority was not a “reasonably practicable option” and that arrangements between multiple unitary authorities in Wellington would be impracticable, **the Commission concluded that none of the options that proposed multiple unitary authorities could be considered to be “reasonably practicable options”**. The only “reasonably practicable options” that the Commission identified retained one directly elected regional body for Wellington Region.

The remaining “reasonably practicable options”

- 4.13 Other “reasonably practicable options” confirmed by the Commission are described below.

The status quo

- 4.14 The status quo is required by legislation to be considered as a “reasonably practicable option”.

Stronger Regional Delivery

- 4.15 Transferring statutory obligations from the current Wellington territorial authorities to the Greater Wellington Regional Council would strengthen the potential for regional decision-making and action. The Commission considered the possible transfer of current activities, responsibilities, assets and relevant liabilities relating to: transport, water supply, wastewater, stormwater, policy and regulatory activity under the *Resource Management Act 1991*, responsibilities with respect to the subdivision of land and issuing titles, and responsibilities under the *Building Act 2004*.
- 4.16 Under this option there would continue to be nine local authorities in the region, each with their own administration, elected council and chief executive. The existing territorial authorities would continue to set their own rates and be responsible for their remaining functions. They would have the ability to advocate for their communities as if they were a 'natural person' including by challenging the Greater Wellington Regional Council in court.

Enhanced local efficiency

- 4.17 The Commission considered it would be possible to foster enhanced local efficiency of delivery through the amalgamation of existing territorial authorities. The **Enhanced Local Efficiency** options identified by the Commission were:
- **One Wairarapa Territorial Authority** – the combination of the three Wairarapa councils to form one territorial authority
 - **One Hutt Valley Territorial Authority** – the combination of the two Hutt Valley councils to form one territorial authority
 - **One Western Territorial Authority** – the combination of the Wellington City, Porirua City and Kapiti Coast District Councils to form one territorial authority
 - **One Wairarapa and One Hutt Valley Territorial Authority** – with Wellington City, Porirua City and Kapiti Coast District Councils unchanged
 - **Three Territorial Authorities** (one Wairarapa Territorial Authority, one Hutt Valley Territorial Authority and one Western Territorial Authority) – the combination of all three initial mergers resulting in three territorial authorities and retention of the Greater Wellington Regional Council.

One Wellington Council with local boards

- 4.18 This option created a single unitary authority for the whole of Wellington Region except the small area of Tararua District currently in the region. The option that the Commission evaluated was the Greater Wellington Regional Council proposal, with a governing body of 20 members plus a mayor, and eight local boards.

One Wellington Council with no local boards

- 4.19 This option created a single unitary authority for the whole of Wellington Region except the small area of Tararua District currently in the region. The option that the Commission chose to evaluate was similar to that proposed by Wellington City Council (except that it included the Wairarapa). It included an elected council of 29 members (elected from single-member wards) plus a mayor.

Chapter 5: Evaluation of the options

- 5.1 From the “reasonably practicable options” the Commission under clause 12 of Schedule 3 of the *Local Government Act 2002* must determine its “preferred option” being the option that “best promotes the purpose of local government” and “will facilitate improved economic performance”.
- 5.2 The Commission developed an evaluation framework to help it give effect to relevant requirements of the *Local Government Act 2002*. It comprised a key set of factors and questions under the following headings:
- Communities and issues
 - Democratic decision-making
 - Improved provision of core services
 - Achieving the objectives of other legislation
 - Improved economic performance
 - Overall savings and cost of transition
 - Impacts on ratepayers
- 5.3 The Commission tested each of the “reasonably practicable options” using its evaluation framework to reach its “preferred option”. The Commission noted that it needed to exercise a degree of judgement across all of the relevant factors to reach a conclusion that satisfied the requirements of the *Local Government Act 2002*.

The preferred option

- 5.4 **The Commission’s “preferred option” is the establishment of one Wellington council with local boards to share decision-making with the governing body, and to be called the Greater Wellington Council.**
- 5.5 This approach provides the greatest scope to improve the performance of local government in Wellington Region. Across each of the evaluation criteria, this option is either the best option, or near the best option, of those considered. It is the most expensive option to implement, but offers substantial potential for financial savings of just over \$30 million per annum.
- 5.6 The Commission has concluded that the proposed Greater Wellington Council with local boards provides the greatest scope:
- to address the significant future issues facing the communities of Wellington relating to infrastructure, demographics, economic development, hazards and environmental management – these issues are regional in scale and impact and will require regional scale responses
 - to ensure that future councils can understand and engage with their community, both at a local level and at a regional level
 - to align decision-making with the communities that are directly interested in or affected by the decision, because it is able to maintain two realms of decision-making, one regional and one more local

- for Māori to participate in decision-making because it best aligns with iwi and hapū levels of decision-making
 - the option that relies the least on collaboration between councils in order to be successful
 - to enhance Wellington’s representation, advocacy and share of voice as it seeks to compete nationally and internationally, while also providing an effective local voice in decision-making
 - to deliver the focus necessary to lift Wellington’s global and national competitiveness
 - to develop the form of leadership that will be required to drive Wellington’s future success
 - for delivering better decisions as well as economies of scale, scope and management with respect to core local government services (network infrastructure, public transport, avoiding or mitigating hazards, and community facilities and services)
 - to secure benefits from improved regulatory activity through standardisation, scale and managerial economies
 - to deliver benefits from spatial planning, effectively integrating planning and aligning planning responsibility with financial responsibility across a range of key local government obligations
 - to improve economic performance (although there is not a major difference between some of the options in this respect)
 - to simplify planning, while at the same time ensuring that there is an effective local voice in decision-making.
- 5.7 The Commission has concluded that local boards would provide the necessary focus for expressing local community views and making local decisions. Explicitly recognising that there are two realms of democratic decision-making provides legitimacy to local interests and ensures that they will not be lost to a completely regional view. Providing for local boards reflects the principle of subsidiarity and a new balance between local decision-making and action and regional decision-making and action, and better reflects present and future needs of communities. The Commission did carefully explore the option of one Wellington council with no local boards and concluded that it was an inferior option.
- 5.8 Providing for local boards also supports the potential for local leadership and local emergency management response. This is important, particularly for the Wairarapa. Further, given the nature of differences that do exist within the region and between its constituent parts, it is important that there are voices to express those differences, and mandated advocates for the interests of each community. For these reasons the Commission considers that the unquantifiable benefits of including local boards outweigh the additional cost of having them.
- 5.9 In weighing the “reasonably practicable options” against the criteria set down in the *Local Government Act 2002*, the Commission has placed particular significance on the need to meet the future needs of Wellington communities. The Commission has sought to identify the local government arrangements that best equip Wellington to meet the challenges of the next 25 to 30 years and to be successful.

- 5.10 To be successful Wellington will need to work with more single-minded purpose to achieve its vision for the future and to constantly look for ways to lift its global competitiveness. A significant factor in whether or not Wellington is able to lift its competitiveness and attractiveness will be the emergence of leadership that delivers a far-sighted approach, harnessing the collective efforts of residents, businesses and local government to implement a single plan for Wellington. The option that is most likely to foster this form of leadership and a broad, outwardly-focused approach to local government, is the development of the proposed Greater Wellington Council with local boards.
- 5.11 The proposed Greater Wellington Council also provides a significant opportunity to simplify and streamline the number of plans and planning documents that are required to govern Wellington. There are currently more than 300 plans administered by the region's councils.
- 5.12 The options for **Enhanced Local Efficiency** by merging territorial authorities all have some merit and would, on most measures, provide better outcomes than the status quo. However, these options all have the potential (to some degree) to make regional planning and action more difficult. This means that they are not as attractive as the proposed Greater Wellington Council.
- 5.13 The **Stronger Regional Delivery** option of transferring functions to the regional council would, for less cost and lower risks, secure many of the benefits of the proposed Greater Wellington Council. However, this option would leave the residual territorial authorities as a mere shadow of their current organisations but carrying significant ongoing governance costs out of proportion to the scale of their activities. This option would not foster harmony between the resulting councils and would make collaboration difficult.
- 5.14 Since the regional council has fewer effective mechanisms for local engagement than a territorial authority, there is a very real risk with the **Stronger Regional Delivery** option that genuine local interests and differences would be overlooked in decision-making. The fact that the residual councils would all have the ability to take legal action against the regional council could mean that any tensions rapidly escalate to judicial review or other action. This sort of outcome has the potential to undermine the benefits that would come from regional scale activity.
- 5.15 On balance the case for change in Wellington is not as compelling as it was in Auckland. Wellington does not face the growth pressures that Auckland has. Neither does it have the level of dysfunction between current councils that was evident in Auckland prior to amalgamation. However, unless Wellington is able to build and sustain the ability to consider, plan and implement action at a regional level it will not successfully address the major future issues that the region faces. The major challenges of infrastructure, demographics, economic development, hazards and environmental management are regional in scale, nature and effect. Their impact crosses current council boundaries. Responses to these challenges need to be regional in scale and will require long-term commitments. Current regional decision-making relies on collaborative decision-making and action between multiple councils. These collaborative processes have not been sufficiently successful to date for Wellington to be able to rely on them to meet the challenges of the future.

- 5.16 Wellington communities also face ongoing local issues and demands that reflect the importance of place, of local shops and amenities, of local reserves and recreation opportunities, of safety and of identity. The ability to deal with these issues must not be lost in an attempt to deal with the bigger, region-wide issues.
- 5.17 **One Wellington Council with local boards** provides the best way of meeting both regional and local needs within a single administration with the greatest scope to meet the challenges of the future.

Chapter 6: Proposed Greater Wellington Council

Name

- 6.1 The Commission decided to call the new council the Greater Wellington Council. This name signifies that the new council covers the whole of Wellington Region.

Responsibilities

- 6.2 The Greater Wellington Council will take on all of the responsibilities, functions, powers, assets, liabilities and obligations of the current regional, city and district councils, including all of their council-controlled organisations. Like New Zealand's other unitary authorities, this includes responsibility for environmental management and protection.

Representation arrangements

- 6.3 The Greater Wellington Council will comprise:
- 1 mayor and 21 councillors (currently there are 8 mayors and 96 councillors, including the regional council chair).
 - 60 local board members (compared to the current 57 community board members).
- 6.4 The proposal will reduce the number of elected representatives from 161 to 82. It will require one chief executive, not nine.
- 6.5 To achieve effective representation of communities of interest, and fair representation for electors on the governing body of the new council, the 21 councillors will be elected from eight wards: Wairarapa, Upper Hutt, Lower Hutt, Kapiti Coast, Porirua, Ohariu, Lambton and Rongotai. The proposed representation is shown in Table 2:

Table 2: Proposed ward representation

Ward	Population (2013 estimates)	Councillors	Population per councillor
Wairarapa	42,390	2	21,195
Upper Hutt	41,300	2	20,650
Lower Hutt	101,200	4	25,300
Kapiti Coast	50,700	2	25,350
Porirua-Tawa	68,710	3	22,903
Ohariu	69,760	3	23,253
Lambton	47,440	2	23,720
Rongotai	65,250	3	21,750
Total	486,750	21	23,179

Local board arrangements

- 6.6 The Commission proposes eight local boards whose boundaries coincide with the eight wards.

Membership and election of local boards

- 6.7 The board members will be elected by voters at local authority elections, like councillors are. The board members will have a greater financial and planning role than that presently performed by community board members.
- 6.8 The Commission proposes that the governing body appoints two members of the governing body to each local board. This is important for achieving effective communication and coordination between the governing body and local boards.
- 6.9 The Commission proposes that the chairperson of each local board be elected by the members of the board. This will ensure that each chairperson has the support of his or her board, and this will be important in what will be a new and challenging environment.
- 6.10 The Commission proposes that some of the local boards be subdivided for electoral purposes and some be elected at large. Table 3 sets out the proposed elected membership for the eight local boards.

Decision-making in the Greater Wellington Council

- 6.11 The proposed Greater Wellington Council will be a unitary authority with local boards. It will have all of the responsibilities of both the regional council and the existing territorial authorities. It will have a single council organisation, with a single chief executive and staff, but with two realms of elected representatives who share decision-making. The governing body will be responsible for strategic and region-wide issues. The Commission intends the local boards will have maximum possible governance responsibility for local matters. This governance will be exercised locally and all local community decisions will be made locally.
- 6.12 The *Local Government Act 2002* provides that decisions about regulatory matters, transport networks and infrastructure, as well as certain other council governance matters, are the responsibility of the governing body. Decisions about other responsibilities may be allocated to either the governing body or to local boards, in accordance with a set of principles. In general, responsibility rests with local boards for these matters unless there is a valid reason for matters to be a governing body responsibility.

Table 3: Proposed Local Board Representation

Local board/ subdivisions	Population	Number of members	Population per member
Wairarapa Local Board			
Masterton Urban	18,690	4	4,673
Masterton-Carterton Rural	9,080	2	4,540
Carterton Urban	4,810	1	4,810
Greytown	3,340	1	3,340
Featherston	3,070	1	3,070
Martinborough	3,400	1	3,400
Total	42,390	10	4,239
Upper Hutt Local Board			
At large	41,300	6	6,883
Lower Hutt Local Board			
Northern-Eastern	33,090	3	11,030
Western-Central	32,750	3	10,917
Harbour	17,680	2	8,840
Wainuiomata	17,680	2	8,840
Total	101,200	10	10,120
Kapiti Coast Local Board			
Otaki	8,780	2	4,390
Waikanae	11,630	2	5,815
Paraparaumu	19,130	3	6,377
Paekakariki-Raumati	11,160	2	5,580
Total	50,700	9	5,633
Porirua-Tawa Local Board			
Northern	21,400	2	10,700
Eastern	20,080	2	10,040
Western	10,510	1	10,510
Tawa	16,720	2	8,360
Total	68,710	7	9,816
Ohariu Local Board			
At large	69,760	6	11,627
Lambton Local Board			
At large	47,440	6	7,907
Rongotai Local Board			
At large	65,250	6	10,875

- 6.13 The division of decision-making responsibility between the governing body and the local boards of Greater Wellington Council will be defined by a set of allocations and an agreed annual budget for each local board. Annual budgets will be based on priorities set out in three-year local board plans. Local boards will develop their own plans. Every three years the governing body of the council must adopt a local board funding policy as part of the council's overall 10-year plan. The funding policy will be the basis of the funding available to local boards for their plans and activities. Local boards will also have a role in providing local perspectives and input into the decision-making of the governing body.
- 6.14 There will also be broad scope for the governing body to delegate further regulatory and non-regulatory responsibilities to the local boards.
- 6.15 If the Wellington reorganisation proposal proceeds to a final proposal, the Commission must make the initial allocation of decision-making responsibility for non-regulatory activities between the governing body and the local boards. While such an allocation is not required to be part of a draft proposal, the Commission has decided to foreshadow potential allocations of decision-making responsibilities to local boards in this proposal in order to aid public understanding of the proposal. A schedule of potential allocations and recommended delegations is attached as Schedule C to the Draft Proposal in Appendix A.

Area offices and service centres

- 6.16 In any reorganisation it is vital that the members of the public continue to have access to the services and information provided by the council. In order to provide for effective transition and governance the Commission has decided that the administrative headquarters of Greater Wellington Council will be located in the current Wellington City and that the council must provide area offices in Wellington City and in Porirua, Paraparaumu, Lower Hutt, Upper Hutt and Masterton for not less than five years.
- 6.17 The Commission also proposes that the Greater Wellington Council must retain service centres in Carterton, Featherston, Greytown, Martinborough, Otaki and Waikanae for not less than five years.

Council-controlled organisations

- 6.18 The Commission decided to focus on the core reorganisation of existing councils and leave existing council-controlled organisations in place for the new council to address.

Assets and debt

6.19 The Commission concluded that there is little case for ring-fencing of debt under its “preferred option”. The levels of current debt vary between the councils, but so too do the levels of investment assets and the condition of, and required future spending on, the infrastructure they own. Generally where there are disproportionately low levels of current debt, they are matched by higher levels of less visible debt in the form of required future expenditure on major asset renewals and replacement. Those councils with a disproportionately high share of debt also tend to have both investment assets and infrastructure assets in better condition. Accordingly the Commission’s draft proposal makes no provision to ring-fence any debt or any investments.

Transition

6.20 For the purposes of planning, the Commission adopted a timeline that provides for the receipt of submissions through to early 2015, the conduct of hearings in the first quarter of 2015 and (if required) a poll on any final proposal in mid-2015. If the poll supports the final proposal, or no poll is required, the next steps would then be:

- a transition body in place by September 2015
- an interim chief executive appointed by May 2016
- elections for the new council in October 2016
- a commencement day for the new council of 1 November 2016.

6.21 The Commission proposes a transition body comprising:

- a transition board made up of an independent chair appointed by the Commission, and one member nominated by each of the nine Wellington councils from amongst their elected members
- an implementation team, including a manager, appointed by the Commission from amongst the staff of the affected councils and consultants to assist the transition board and support the interim chief executive.

The Draft Reorganisation Proposal

6.22 The formal legal description of the draft reorganisation proposal is given in Appendix A.

Chapter 7: Next Steps

- 7.1 The release of this report and the Commission's draft proposal for local government reorganisation in Wellington starts a process of public consultation. The Commission is now seeking submissions from the affected councils, from key stakeholders and from the public.
- 7.2 This report and relevant background information is available on the Commission's web site www.lgc.govt.nz. The web site also provides a submission form that can be used to assist in writing a submission.
- 7.3 The closing date for submissions is **4.00pm on Monday 2 March 2015**.

Submissions can be lodged by email at:

submissions@lgc.govt.nz

Submissions can be mailed to:

Local Government Commission
PO Box 5362
WELLINGTON 6145

- 7.4 Once the Commission has received the submissions it will hold public hearings where submitters will have the opportunity to present their submissions. The hearing process also provides the Commission the opportunity to ask submitters questions. The Commission expects a large number of submitters and will conduct focused hearings in order to be fair to all and ensure timely progress.
- 7.5 Once the Commission has concluded the public hearings it will chose one of the following options:
 - issue the draft proposal as a final proposal, or
 - issue a modified draft proposal as a final proposal, or
 - identify another "preferred option" as the basis for a new draft proposal, or
 - decide not to issue a final proposal and give public reasons for that decision.
- 7.6 In the event that the Commission decides not to issue a final proposal, the status quo local government arrangements continue. In the event that it does issue a final proposal, that proposal must be publicly notified. This notification must include a detailed statement setting out how it will promote the purpose of local government and facilitate economic performance, and setting out the advantages and disadvantages of the final proposal.
- 7.7 Once the Commission has issued a final proposal the electors of the affected local authorities can call for a poll on the proposal. This is done by presenting the Commission with a petition that is signed by ten per cent or more of the electors of one of the affected local authorities within 60 working days of the release of the final decision.

- 7.8 If no poll is called for, the Commission must prepare and issue a reorganisation scheme that gives effect to the final proposal. The transition process to establish new councils would then commence.
- 7.9 If a petition calling for a poll meets the required tests, the Commission must proceed to hold a poll. If **more than fifty per cent** of the valid votes cast in a poll support the final proposal, then the Commission must proceed to prepare and issue a reorganisation scheme that gives effect to the final proposal. The transition process to establish new councils would then commence. If **fifty per cent or fewer** of the valid votes cast in a poll support the final proposal, then the proposal fails and the status quo local government arrangements will continue.

Appendix A: Draft proposal – legal description

Greater Wellington Council

1 Constitution

- (1) There will be:
 - (a) a Greater Wellington District comprising the area of the existing Wellington Region apart from the area of Tararua District currently within Wellington Region
 - (b) a unitary authority for the Greater Wellington District called Greater Wellington Council comprising a governing body and local boards
 - (c) a transfer of all regional council statutory obligations to Greater Wellington Council for the area of Tararua District currently within Wellington Region.
- (2) The constitution of Greater Wellington Council will require the dissolution of the following local authorities (referred to in this proposal as the “affected authorities”):
 - (a) Greater Wellington Regional Council
 - (b) Carterton District Council
 - (c) Hutt City Council
 - (d) Kapiti Coast District Council
 - (e) Masterton District Council
 - (f) Porirua City Council
 - (g) South Wairarapa District Council
 - (h) Upper Hutt City Council
 - (i) Wellington City Council.
- (3) The area of Tararua District currently within Wellington Region will be included in Manawatu-Wanganui Region.
- (4) Greater Wellington Council will come into existence on 1 November 2016.

2 Status of Greater Wellington Council

- (1) Greater Wellington Council will be:
 - (a) a territorial authority and
 - (b) a unitary authority, as defined in section 5 of the *Local Government Act 2002*, with the responsibilities, duties and powers of a regional council.
- (2) Greater Wellington Council will have the statutory obligations of a regional council in the area of Tararua District currently within Wellington Region.

3 First election

- (1) The first election of Greater Wellington Council will be held on 8 October 2016.
- (2) The first election of Greater Wellington Council will be held using the single transferrable vote (STV) electoral system.

4 Headquarters, area offices and service centres

- (1) The administrative headquarters of Greater Wellington Council will be located in the former Wellington City.
- (2) Greater Wellington Council must retain area offices in the former Wellington City and in Porirua, Paraparaumu, Lower Hutt, Upper Hutt and Masterton for not less than 5 years.
- (3) Greater Wellington Council must retain service centres in Carterton, Featherston, Greytown, Martinborough, Otaki and Waikanae for not less than 5 years.
- (4) The existing services to the public at the time Greater Wellington Council is established must continue to be provided in the locations identified in sub-clauses (2) and (3) for not less than 5 years.
- (5) Nothing in this proposal prevents Greater Wellington Council from providing additional services during the five-year period specified in sub-clause (4).

Representation

5 Wards

- (1) Greater Wellington District will be divided into eight wards as follows:
 - (a) Kapiti Coast Ward
 - (b) Porirua-Tawa Ward
 - (c) Ohariu Ward
 - (d) Lambton Ward
 - (e) Rongotai Ward
 - (f) Lower Hutt Ward
 - (g) Upper Hutt Ward
 - (h) Wairarapa Ward.
- (2) Maps defining the wards are contained in Schedule A to this proposal.

6 Membership

- (1) The governing body of Greater Wellington Council will comprise a mayor and 21 councillors.
- (2) The mayor will be elected at large and the councillors will be elected as follows:
 - (a) 2 councillors elected by Kapiti Coast Ward
 - (b) 3 councillors elected by Porirua-Tawa Ward
 - (c) 3 councillors elected by Ohariu Ward
 - (d) 2 councillors elected by Lambton Ward
 - (e) 3 councillors elected by Rongotai Ward
 - (f) 4 councillors elected by Lower Hutt Ward
 - (g) 2 councillors elected by Upper Hutt Ward
 - (h) 2 councillors elected by Wairarapa Ward.

Local boards

7 Local board areas and local boards

- (1) Each ward will comprise a local board area and for each local board area there will be a local board.
- (2) The membership of the local boards will be as follows, together with two members appointed to each board by the governing body being members of the governing body representing the ward in which the local board is located:
 - (a) Kapiti Coast Local Board – 9 elected members
 - (b) Porirua-Tawa Local Board – 7 elected members
 - (c) Ohariu Local Board – 6 elected members
 - (d) Lambton Local Board – 6 elected members
 - (e) Rongotai Local Board – 6 elected members
 - (f) Lower Hutt Local Board – 10 elected members
 - (g) Upper Hutt Local Board – 6 elected members
 - (h) Wairarapa Local Board – 10 elected members.
- (3) The elected members of the Upper Hutt, Ohariu, Lambton and Rongotai Local Boards will be elected at large.
- (4) The elected members of the Kapiti Coast, Porirua, Lower Hutt and Wairarapa Local Boards will be elected from subdivisions as defined in maps in Schedule A to this proposal.
- (5) Each local board will elect a chairperson from amongst its members.

8 Role of local boards

- (1) The role of each local board will be to share decision-making responsibility for Greater Wellington Council's non-regulatory activities with the governing body, and to perform the functions, duties and powers of a local board.¹
- (2) The local boards will be responsible and democratically accountable for the non-regulatory decision-making responsibilities allocated to them under the reorganisation scheme giving effect to a final reorganisation proposal for Greater Wellington Council.²
- (3) The local boards will be responsible for any matters delegated to them by Greater Wellington Council.³

9 Responsibilities of the governing body

- (1) The governing body will be responsible and democratically accountable for those non-regulatory decision-making responsibilities not allocated to the local boards.

¹ The decision-making responsibilities and statutory functions, duties and powers of local boards are set out in Schedule C

² For the purposes of this draft reorganisation proposal, a potential set of allocations of responsibility to the local boards is included in Schedule C

³ The Local Government Commission is not able to propose delegations to local boards as part of a reorganisation proposal. However for information purposes a set of possible delegations is also included in Schedule C.

Māori participation

10 Māori Board

- (1) Greater Wellington Council must, at least until the 2019 triennial election, constitute and maintain a committee to be called the Māori Board.
- (2) The Māori Board will comprise:
 - (a) the mayor of Greater Wellington and two councillors appointed by the governing body
 - (b) one representative of each iwi having rohe and takiwā over part of Greater Wellington District
- (3) Iwi members of the Māori Board will be appointed by each iwi organisation through their own appointment processes.
- (4) The Māori Board will elect a chairperson from amongst its members.
- (5) The role of the Māori Board will be to help ensure that the views of Māori are taken into account in the exercise by the Greater Wellington Council of its responsibilities, duties and powers.
- (6) The responsibilities of the Māori Board will be to:
 - (a) assist and advise the governing body of Greater Wellington Council:
 - (i) to meet its obligations to provide opportunities for Māori to contribute to council decision-making processes
 - (ii) on the application of statutory functions referring to the Treaty of Waitangi
 - (iii) to foster the development of Māori capacity to contribute to council decision-making processes
 - (b) promote cultural, economic, environmental and social issues of significance for all Māori
 - (c) develop and maintain a schedule of issues of significance to Māori and give priority to each issue in order to guide the board in carrying out its responsibilities
 - (d) advise Greater Wellington Council generally on matters affecting Māori.
- (7) Until the 2019 triennial elections, the Māori Board may appoint one of its members to each of the committees of the governing body of Greater Wellington Council other than:
 - (a) Te Upoko Taiao – Natural Resources Management Committee established under clause 11
 - (b) any committee established principally to review the chief executive's performance or remuneration
 - (c) sub-committees of governing body committees
 - (d) joint committees of local authorities.

11 Te Upoko Taiao – Natural Resources Management Committee

- (1) Greater Wellington Council must, at least until the 2019 triennial election, establish a committee called the Te Upoko Taiao – Natural Resources Management Committee.

- (2) The committee will comprise:
 - (a) 7 members of Greater Wellington Council
 - (b) 7 members appointed by the iwi of Greater Wellington District.
- (3) The members of the committee appointed by iwi will be appointed by each iwi through their own appointment processes.
- (4) The committee will elect a chairperson from amongst its members.
- (5) The role of the committee will be to:
 - (a) promote the sustainable management of Greater Wellington District's natural and physical resources, in particular their use, development and protection
 - (b) oversee the council's regulatory responsibilities in relation to the *Resource Management Act 1991*
 - (c) contribute to the development and review of plans.
- (6) The specific responsibilities of the committee, and any delegations to the committee, will be determined by Greater Wellington Council in consultation with the iwi of Greater Wellington District.

12 Council's obligations to Māori

- (1) Greater Wellington Council must:
 - (a) provide the Māori Board with sufficient information to enable the board to identify business of Greater Wellington Council that relates to the board's purpose
 - (b) consult the board on matters materially affecting the iwi of Greater Wellington District
 - (c) take into account the board's advice and ensure that the input of the iwi of Greater Wellington District is reflected in the preparation and focus of the council's strategies, policies and plans
 - (d) take into account the board's advice on other matters
 - (e) make an agreement with the board each year to provide the board with funding and support appropriate for carrying out its purpose
 - (f) work with the board on the design and execution of documents and processes that relate to seeking the input of the iwi of Greater Wellington District.
- (2) The governing body of Greater Wellington Council and the Māori Board must meet at least two times in each financial year to discuss the council's performance of its duties.

13 Relationship with Māori

- (1) The existence of the Māori Board and Te Upoko Taiao – Natural Resources Management Committee do not affect or reduce Greater Wellington Council's responsibilities to have direct relationships with Greater Wellington District iwi and to meet any obligations under any Act in relation to Māori.

Financial matters

14 Rating

- (1) Until Greater Wellington Council adopts an integrated rating system, in accordance with sub-clause (2), the rating arrangements provided for in the affected authorities' revenue and financing policies and funding impact statements, included in the affected authorities' long-term plans, and as modified by any annual plans, continue to apply.
- (2) Greater Wellington Council will adopt a single integrated rating system to come into force on or by 1 July 2019.
- (3) Any general rating forming part of the integrated rating system will be levied on a capital value system.
- (4) In conjunction with adopting an integrated system, Greater Wellington Council will prepare and apply a rates transition management policy to moderate the impact of the integrated rating system on individual rating units.
- (5) Until a general revaluation of Greater Wellington District is completed in accordance with the *Rating Valuations Act 1998*, and all components of that valuation take effect on the same date, section 131 of the *Local Government (Rating) Act 2002* will apply to Greater Wellington Council.

15 Loans

- (1) Loans will in general form part of the pool of the wider financial assets and debt liability assumed by Greater Wellington Council.
- (2) However, repayment will continue to occur on the basis of the existing rating system until the development of an integrated rating system and its coming into force on or by 1 July 2019.
- (3) Notwithstanding sub-clause (1), the area over which any targeted rates are levied to repay loans may be varied prior to that occurring if it is determined that the area benefiting from a loan has changed.

16 Contributions

- (1) Greater Wellington Council must use any development contributions (under Part 8 of the *Local Government Act 2002*) or financial contributions (under the *Resource Management Act 1991*) held or owed to the affected authorities for the purposes for which they were required by the affected authorities.

17 Documents

- (1) The transition board established under clause 18 must prepare and consult on a draft annual plan for the period 1 November 2016 to 30 June 2017 and submit the plan for adoption by Greater Wellington Council as soon as possible after 1 November 2016.
- (2) The transition board must prepare and consult on an interim local boards funding policy for the period 1 November 2016 to 30 June 2017 and submit the policy for adoption by Greater Wellington Council as soon as possible after 1 November 2016.

- (3) The existing authorities must prepare annual plans for the period 1 July 2016 to 31 October 2016 and these plans may simply be adopted by resolution if they are consistent with the financial statements and funding impact statements included in the authorities' long-term plans.
- (4) Greater Wellington Council must prepare and adopt by 30 June 2017 its first annual plan and local boards funding policy for the year 1 July 2017 to 30 June 2018.
- (5) Greater Wellington Council must prepare a 30-year infrastructure strategy as part of the preparation of its long-term plan to be adopted by 30 June 2018.
- (6) The final annual reports for the existing local authorities must cover the period 1 July 2015 to 31 October 2016.
- (7) The first annual report for Greater Wellington Council will cover the period 1 November 2016 to 30 June 2017.

Transition body

18 Transition body

- (1) A transition body will be constituted to make arrangements for establishment of Greater Wellington Council.
- (2) The transition body will comprise:
 - (a) a transition board and
 - (b) an implementation team.
- (3) The purpose of the transition body will initially be to:
 - (a) work with the Local Government Commission on, and facilitate input into, the development of the reorganisation scheme to complete the final proposal on Greater Wellington Council
 - (b) provide advice to the Local Government Commission and affected authorities, as appropriate, on practical matters relating to the reorganisation scheme
 - (c) undertake any actions requested by the Local Government Commission in relation to the development and implementation of the reorganisation scheme.
- (4) The ongoing role and functions of the transition body will be to:
 - (a) undertake any roles and responsibilities specified by Order in Council
 - (b) prepare and implement a change management plan to guide transition to the new arrangements specified in the reorganisation scheme for Greater Wellington Council
 - (c) carry out any other actions that the Local Government Commission considers are necessary or desirable for the transition to the new arrangements.

19 Transition board

- (1) A transition board will be appointed to implement the final proposal to establish Greater Wellington Council.

- (2) The transition board will comprise 10 members as follows:
 - (a) an independent chair appointed by the Local Government Commission
 - (b) one member nominated by Kapiti Coast District Council from amongst its elected members
 - (c) one member nominated by Porirua City Council from amongst its elected members
 - (d) one member nominated by Wellington City Council from amongst its elected members
 - (e) one member nominated by Hutt City Council from amongst its elected members
 - (f) one member nominated by Upper Hutt City Council from amongst its elected members
 - (g) one member nominated by Carterton District Council from amongst its elected members
 - (h) one member nominated by Masterton District Council from amongst its elected members
 - (i) one member nominated by South Wairarapa District Council from amongst its elected members
 - (j) one member nominated by Greater Wellington Regional Council from amongst its elected members.
- (3) The role of the transition board will be to:
 - (a) make recommendations to the Local Government Commission on matters of policy
 - (b) provide advice to the Local Government Commission
 - (c) exercise any powers and responsibilities delegated to it by the Local Government Commission
 - (d) appoint an interim chief executive for Greater Wellington Council.
- (4) The transition board will review and make recommendations to Greater Wellington Council on:
 - (a) whether changes to the existing council-controlled organisations are desirable or if any council-controlled organisations should be established or disestablished
 - (b) a process for Greater Wellington Council to move to an integrated rating system by 1 July 2019.

20 Implementation team

- (1) The Local Government Commission will appoint an implementation team, including a manager, from amongst the staff of the affected authorities and consultants as required.
- (2) The role of the implementation team will be to:
 - (a) give effect to decisions made by the transition board, the Local Government Commission and the affected authorities
 - (b) provide advice on technical and operational matters to the transition board, the Local Government Commission and the affected authorities
 - (c) provide support to the interim chief executive.

Schedule A: Maps of proposed areas and boundaries

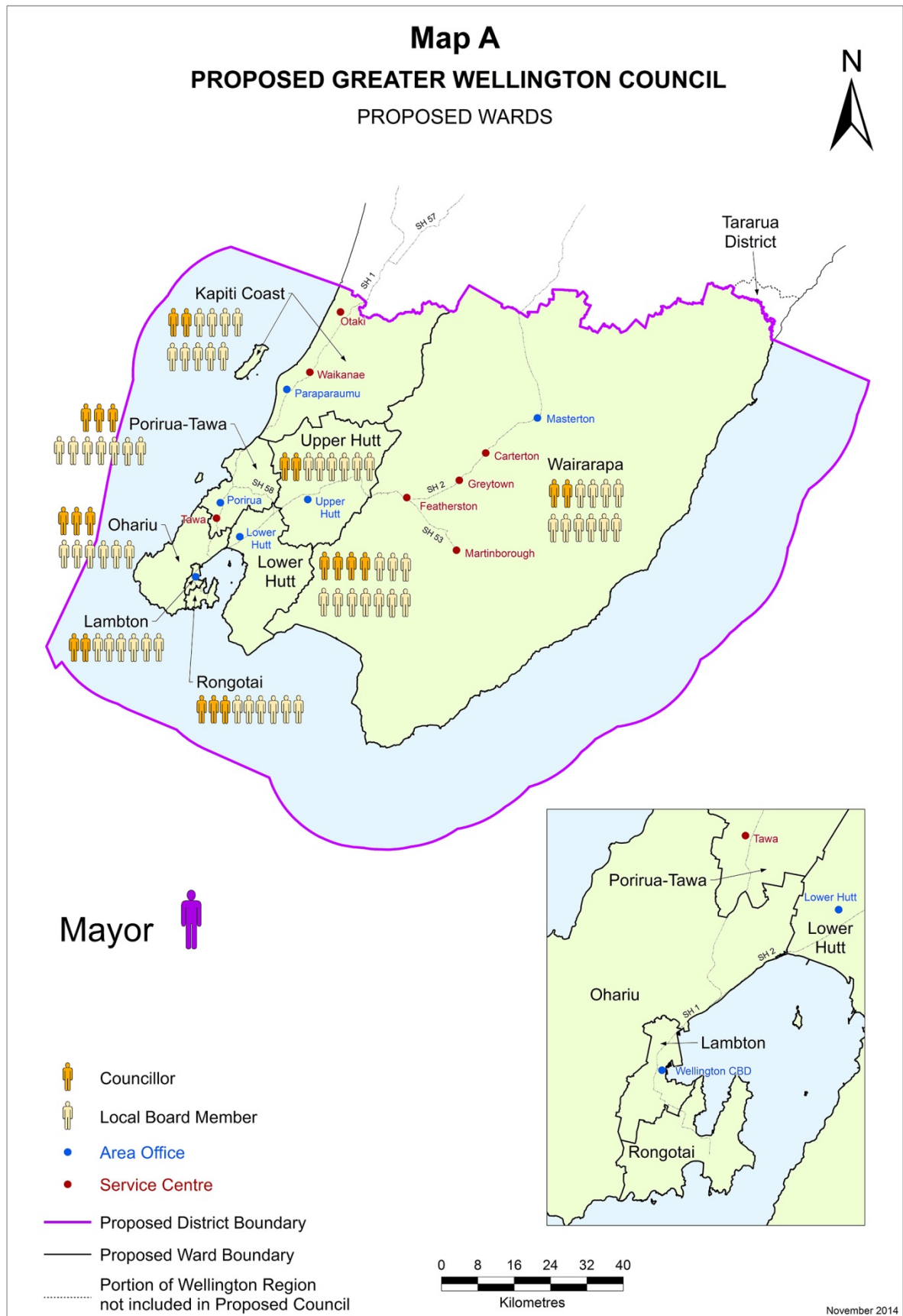


Figure 1: The proposed wards



Figure 2: The proposed local boards and subdivisions



Figure 3: An enlargement of the proposed local boards and subdivisions

Schedule B: Membership of local boards

Local boards and subdivisions	No. of members
Wairarapa Local Board	
Masterton Urban	4
Masterton-Carterton Rural	2
Carterton Urban	1
Greytown	1
Featherston	1
Martinborough	1
Total	10
Upper Hutt Local Board	
At large	6
Lower Hutt Local Board	
Northern-Eastern	3
Western-Central	3
Harbour	2
Wainuiomata	2
Total	10
Kapiti Coast Local Board	
Otaki	2
Waikanae	2
Paraparaumu	3
Paekakariki-Raumati	2
Total	9
Porirua-Tawa Local Board	
Northern	2
Eastern	2
Western	1
Tawa	2
Total	7
Ohariu Local Board	
At large	6
Lambton Local Board	
At large	6
Rongotai Local Board	
At large	6
Total local board members	60

Schedule C: Role of local boards

The local boards of Greater Wellington Council will be required to undertake the statutory functions, duties and powers of local boards set out in section 48H of the *Local Government Act 2002*. This section provides that a local board:

- must exercise the responsibilities conferred on it by section 48K(1)
- must monitor and report on the implementation of the local board agreement for its local board area
- must communicate with community organisations and special interest groups within its local board area
- must undertake any responsibilities or duties that are delegated to it by the governing body and may exercise any powers delegated to it
- may consider and report to the governing body on any matter of interest to the local board.

Under section 48K(1) each local board will be responsible and democratically accountable for:

- the decision-making of Greater Wellington Council in relation to the non-regulatory activities allocated to it
- identifying and communicating to the governing body of Greater Wellington Council the interests and preferences of the people of its local board area in relation to the strategies, policies, plans and bylaws of Greater Wellington Council
- identifying and developing bylaws specifically for its local board area and proposing them to the governing body
- reaching agreement with the governing body (as set out in a local board agreement) in respect of local activities in the local board area.

To assist it undertake its role, each local board must develop a local board plan that sets out the priorities and preferences of the communities in its local board area in respect of the level and nature of local activities to be provided over the next three years. This plan will inform the development of Greater Wellington Council's long-term plan (section 48N).

Each local board plan will be the basis for a three-year local board agreement with the governing body (section 48O). The local board agreement will set out the local activities to be provided in the local board area and the responsibilities and powers delegated to the local board.

The governing body will be required to adopt a local boards funding policy to provide certainty and predictability about the levels of funding for local boards (section 48M).

Governing body decision-making responsibilities

Section 48J of the *Local Government Act 2002* sets out the decision-making responsibilities of the governing body. These responsibilities are in respect of:

- regulatory responsibilities, duties and powers
- transport networks and infrastructure
- non-regulatory activities allocated to the governing body
- establishment and maintenance of the capacity of Greater Wellington Council to provide services
- the governance of council-controlled organisations
- the financial management of Greater Wellington Council
- reaching agreements with each local board on local activities.

For the purposes of section 48J, regulatory activities are seen as activities that Greater Wellington Council is required by legislation to undertake in order to achieve specific outcomes or avoid specified effects or consequences. These activities include such things as the use and development of land and other resources, preservation of the natural environment, protection of public health and safety and prevention or minimisation of public nuisance. Regulatory activities also include activities necessary to enforce prescribed standards or rules.

It follows that the Greater Wellington Council's non-regulatory activities are all the other activities and services provided by the council to the public.

Allocation of non-regulatory decision-making responsibilities

The *Local Government Act 2002* provides for the Local Government Commission, as part of a reorganisation scheme, to make initial allocations of responsibility for non-regulatory decision-making between the governing body and local boards. While this only applies to reorganisation schemes, the following schedule of potential allocations (Table 1) is provided with this draft reorganisation proposal in order to provide a picture of the likely scope of the role of local boards as part of Greater Wellington Council.

Section 48L of the Act sets out principles for allocation of non-regulatory decision-making responsibilities between the governing body and local boards. These principles provide that unless there are particular reasons for responsibility to be exercised by the governing body, responsibility for decision-making on non-regulatory matters should be exercised by local boards. The reasons why responsibility should be exercised by the governing body are:

- the impact of the decision will extend beyond the local board area
- effective decision-making requires alignment or integration with other decisions that are the responsibility of the governing body
- the benefits of a consistent or co-ordinated approach outweigh benefits of reflecting local preferences.

The Local Government Commission considers that generally it will be appropriate for Greater Wellington Council itself to determine and designate what are 'regional' services and facilities. Therefore, apart from some obvious cases such as Westpac Stadium which is identified in the schedule as a regional facility, the designation of regional services and facilities is shown as a governing body responsibility to be undertaken in consultation with particular local boards as appropriate.

For the purposes of providing maximum information to the public, the Local Government Commission is also identifying examples of criteria, in line with section 48L, which may result in the governing body determining particular services and facilities as being regional. These criteria include clear regional usage patterns, distinctive features or values which warrant regional level decision-making, and designation of a park as a regional park based on the fact it is part of a river catchment.

To fully understand the responsibilities of both the governing body and the local boards, the meaning of governance needs to be understood as distinct from management responsibilities. Governance for a local authority is closely related to the purpose of local government which is to enable democratic local decision-making and action by and on behalf of communities, and to meet the current and future needs of communities for good quality local infrastructure, local public services and performance of regulatory functions in a way that is cost effective for households and businesses (section 10 of the *Local Government Act 2002*).

In relation to local boards, governance involves being responsible for decision-making in respect of allocated activities and being democratically accountable for the resulting decisions. This responsibility and accountability will be in the context of the local boards funding policy, local board plans and local board agreements all required by the *Local Government Act 2002* to be prepared for the governing body and local boards of a unitary authority. Within the parameters of these documents, local board governance will involve responsibility and accountability for decision-making including such matters as approval of management plans, tenders, service levels and applications for use; the monitoring of service level performance and budgets; and promotional activities and funding initiatives.

Where governance is the responsibility of the governing body, the local boards may still be involved in terms of oversight of new developments approved under regional plans and budgets including detailed design and location of facilities, impacts on the local community, and also monitoring of local activities in major facilities located in the local board area (that is, facilities not designated as regional but of significance beyond one local board area).

Table 1: Schedule of potential allocations of non-regulatory decision-making responsibilities between the governing body and local boards of Greater Wellington Council

Governing body	Local boards
Parks and reserves	
Designation and governance of regional parks	Governance of local parks within agreed local boards funding policy, plans and agreements
General location of parks/acquisition of new parks/prioritisation of major upgrades	Oversight of development of new parks/major upgrades, including approval of detailed design and location, within regional policies and budgets
Coordination of sportsground usage as required on regional basis	Oversight of coordination of sportsground usage on local basis e.g. in Wairarapa and Kapiti Coast
Regional policies/any national standards	n/a
Recreational and community facilities	
Designation and governance of regional facilities e.g. Westpac Stadium	Governance of local facilities within agreed local boards funding policy, plans and agreements
Coordination of usage, promotion and overall budget responsibility for 'major facilities' e.g. Kilbirnie Indoor Stadium	Monitoring of usage and activities in major facilities in board area
General location of facilities/acquisition of new facilities/prioritisation of major upgrades	Oversight of development of new facilities/major upgrades, including approval of detailed design and location, within regional policies and budgets
Regional policies including charges	n/a
Arts and cultural facilities	
Designation and governance of regional facilities e.g. Michael Fowler Centre	Governance of local facilities within agreed local boards funding policy, plans and agreements includes Dowse (Lower Hutt LB), Expressions (Upper Hutt LB), Pataka (Porirua LB)
Coordination of usage and promotion of major facilities and overall budget responsibility	Monitoring of usage and activities in major facilities in board area
General location of facilities/acquisition of new facilities/prioritisation of major upgrades	Oversight of development of new facilities/major upgrades, including approval of detailed design and location, within regional policies and budgets
Regional policies including charges	n/a
Libraries	
Number and general location of libraries	Governance of local libraries within agreed local boards funding policy, plans and agreements
Prioritisation of major upgrades	Oversight of development of new facilities/major upgrades, including approval of detailed design and location, within regional policies and budgets
Regional policies on collections, acquisitions, charging	n/a

Governing body	Local boards
Cultural, recreational and community development programmes and events	
Designation and governance of regional programmes/events e.g. International Festival of the Arts	Governance of local programmes/events within agreed local boards funding policy, plans and agreements
Regional policies, prioritisation, coordination and consents	n/a
Environmental and heritage activities and projects	
Designation and governance of regional projects/sites	Governance of local projects/sites and identification of possible new sites/initiatives within agreed local boards funding policy, plans and agreements
Regional policies, prioritisation and coordination	n/a
Community place-shaping, public health and safety	
Regional policies, prioritisation and coordination	Governance of local public areas including town centres and street environments within agreed local boards funding policy, plans and agreements
Grants	
In relation to national/regional facilities, programmes and events e.g. Te Papa	In relation to local facilities, programmes and events

Delegations of decision-making responsibilities

The Local Government Commission does not have the power to set delegations of governing body decision-making responsibility (regulatory or non-regulatory) to local boards. However it believes such delegations should be considered and therefore recommends that the transition board identifies appropriate delegations and in turn recommends these to the governing body of Greater Wellington Council.

To complete the picture of the scope of the potential role of local boards as part of Greater Wellington Council, the Local Government Commission has identified possible delegations as set out in Table 2. Delegated responsibility to local boards involves ongoing monitoring of operations, service level performance and budgets. Delegations may also involve actions by local boards taken prior to the exercise of decision-making responsibility by the governing body.

Table 2: Recommended delegations by governing body to local boards of Greater Wellington Council

Governing body responsibility	Delegations to local boards
Infrastructure services	
Roading and transport	Responsibility in relation to agreed levels of service for non-regional infrastructure including rural roads, walking and cycling paths and tracks Approval of plans for local parking and signage
Solid waste	Responsibility in relation to local collection services, transfer facilities and recycling services
Regulatory services	
RMA regulatory	Input into notification decisions for resource consent applications
Environmental health and safety	Actions, within overarching regional frameworks, prior to adoption by the governing body of dog, stock, liquor, gambling, prostitution policies and bylaws
Emergency management	Appointment of local committee under regional plan Engagement/coordination of local volunteers Operation of local centres
Economic development	
Economic development	Governance in relation to local i-sites, events, initiatives, main street programmes and business advice including initiation, marketing, promotion and funding within regional policies.

Schedule D: Advantages & disadvantages of the proposal

Note: the ‘report’ referred to in this schedule is *Volume 2 – Technical report: Evaluation of the options and the draft proposal*.

Clause 14(5)(b) of Schedule 3 of the *Local Government Act 2002* requires that a draft proposal have attached to it, a full and detailed explanation of the advantages and disadvantages of the proposal and how it will promote “good local government”. The full and detailed explanation of the advantages and disadvantages of the proposed Greater Wellington Council are set out in Parts 5 to 7 of this report. This schedule provides a summary of the key advantages and disadvantages with the final section summarising the conclusions reached and set out in detail (in Parts 4 to 7) about how the proposal will promote “good local government”.

Advantages

The key advantages of the proposal are that it:

- (a) recognises that the people of the whole Wellington Region share a strong community of interest as well as recognising the distinct more local communities of interest within the region
- (b) offers the greatest scope to address the significant future issues facing the communities of Wellington relating to:
 - the provision and maintenance of infrastructure networks
 - the consequences of demographic trends
 - the desire for more effective economic development
 - the need to manage the risks of natural hazards and respond effectively to hazard events
 - the ongoing pressures for more effective and sophisticated and environmental management.

These issues are predominantly regional in scale and impact and will require regional scale responses.

- (c) offers the greatest scope to ensure that the new council can understand and engage with its communities, both at a local level and at a regional level, by providing for representation and decision-making at both regional and local levels
- (d) offers the greatest scope to align decision-making with the communities that are directly interested in or affected by particular decisions because it is able to maintain two realms of decision-making, one regional and one local
- (e) reflects the principle of subsidiarity and a new balance between local decision-making and action and regional decision-making and action
- (f) supports the potential for local leadership and local emergency management response that is important, particularly for the Wairarapa
- (g) offers the greatest potential for Māori to participate in decision-making because it best aligns with iwi and hapū levels of decision-making
- (h) is the option that relies the least on collaboration between councils in order to be successful

- (i) provides the greatest opportunity for Wellington to enhance its representation, advocacy and share of voice as it seeks to compete nationally and internationally, while also providing an effective local voice in decision-making
- (j) provides the greatest scope to deliver the focus necessary to lift Wellington's global and national competitiveness
- (k) affords the greatest scope to develop the form of leadership that will be required to drive Wellington's future success
- (l) offers the greatest scope for delivering better decisions
- (m) delivers economies of scale, scope and management with respect to core local government services (network infrastructure, public transport, avoiding or mitigating hazards, and community facilities and services)
- (n) provides the greatest scope to secure benefits from improved regulatory activity through standardisation, scale and managerial economies
- (o) provides the greatest scope to deliver benefits from spatial planning, effectively integrating planning and aligning planning responsibility with financial responsibility across a range of key local government obligations
- (p) affords significant scope to simplify planning, while at the same time ensuring that there is an effective local voice in decision-making
- (q) delivers scope to improve economic performance (although there is not a major difference between several options with this respect).

Disadvantages

The key disadvantages of the proposal are that it:

- (a) would be expensive to implement and would cause disruption during the change process
- (b) reduces the number of elected representatives and as a result provides fewer opportunities for community service by holding elected office
- (c) would be disruptive to council staff during the transition and establishment process and as a result would carry a considerable risk that key staff and intellectual property would be lost
- (d) carries the risk that a loss of institutional memory would result in both a loss of understanding of issues and require unnecessary expenditure to recapture and relearn key knowledge
- (e) carries other transition risks, including the risk that through the transition process, the interim chief executive and the in-coming council are unable to realise all the potential savings from the reorganisation
- (f) carries risks of service interruption and consequential economic loss or disadvantage during the transition process
- (g) may result in the loss of local government employment opportunities within particular communities
- (h) may result in the centralisation of council supply relationships, reducing opportunities for local businesses in parts of the region

- (i) may give rise to concerns about accessibility to decision-makers and remoteness on the part of the governing body
- (j) will result in changes in the incidence of rates and this will disadvantage some, and benefit others depending upon decision made by the members of the new council
- (k) may result in lost opportunities during the transition period due to a reduced ability to make timely decisions.

Promoting “good local government”

There is a complex set of factors that contribute to the consideration of the extent to which different local government arrangements might best promote “good local government”. The approach taken by the Commission to considering this and the results of that consideration are set out in detail in Parts 4 to 7 of this report.

Specifically, the Commission’s understanding of the requirements and intentions of the legislation and the framework developed by the Commission to enable it to give practical effect to these, are set out in Part 4.

This breaks down the assessment into the following key headings:

- Communities and issues
- Democratic decision-making
- Improved provision of core services
- Achieving the objectives of other legislation
- Improved economic performance
- Overall savings and cost of transition.

Part 5 describes the process followed and conclusions reached in relation to the identification of which options met the statutory requirements for consideration as “reasonably practicable options”.

Part 6 sets out the detailed consideration of these options against the Commission’s evaluation framework and the results of that process. This records that the option set out in the proposal was the option:

- most likely to be able to meet the current and future needs of communities
- likely to be the most effective in providing for effective democratic local decision making
- most likely to result in the effective and efficient delivery of core services
- likely to be the most effective in achieving the objectives of other legislation and
- likely to be the most effective in delivering improved economic performance.

This was the option assessed as likely to deliver the largest cost savings, and the option that rated best across the relevant criteria as a whole.

Schedule E: Iwi and hapū in Wellington Region

Introduction

Clause 14(3) of Schedule 3 of the *Local Government Act 2002* requires a draft reorganisation proposal to list the names and areas of interest of iwi and hapū in the reorganisation area, in this case, Wellington Region.

The Commission has used information on the website Te Kahui Mangai (www.tkm.govt.nz), based on advice from Te Puni Kokiri for this purpose. Larger maps of rohe and areas of interest are available at Te Kahui Mangai.

Iwi groups

- Rangitāne (North Island)
- Muaūpoko
- Ngāti Raukawa ki te Tonga
- Ngāti Toa Rangatira
- Te Atiawa ki Whakarongotai
- Te Atiawa (Wellington)
- Taranaki Whānui ki te Upoko o te Ika
- Ngāti Kahungunu
- Ngāti Kahungunu ki Wairarapa – Tāmaki Nui ā Rua

The hapū are listed on the following page.

<p>Rangitāne (North Island) <i>Rangitāne hapū are:</i> Ngāi Tahu Ngāti Hāmua Ngāti Matetapu Ngāti Mutuahi Ngāti Pakapaka Ngāti Parakioro Ngāti Rangitotohu Ngāti Ruatōtara Ngāti Te Koro Ngāti Te Rangiwhakaewa Ngāti Whakawehi Te Hika a Pāpāuma Te Kapuārangi Hineteorangi Ngāi Tamahau Ngāti Hāmua Ngāti Hinetauira Ngāti Mātangiuru Ngāti Meroiti Ngāti Moe Ngāti Taimahu Ngāti Tangatakau Ngāti Tauiao Ngāti Te Atawhā Ngāti Te Hina Ngāti Te Noti Ngāti Te Raetea Ngāti Te Whakamana Ngāti Te Whātui Ngāti Tūkoko Te Hika o Pāpāuma</p> <p>Te Atiawa ki Whakarongotai <i>Te Atiawa ki Whakarongotai does not have hapū.</i></p> <p>Ngāti Toa Rangatira <i>Ngāti Toa Rangatira does not have hapū.</i></p>	<p>Te Atiawa (Wellington) <i>Te Atiawa (Wellington) does not have hapū.</i></p> <p>Ngāti Raukawa ki te Tonga <i>Ngāti Raukawa ki te Tonga hapū are:</i> Ngāti Hikitunga Ngāti Huia Ngāti Kapumanawawhiti Ngāti Kauwhata Ngāti Kikopiri Ngāti Korokī Ngāti Maiotaki Ngāti Manomano Ngāti Matakore Ngāti Ngārongo Ngāti Pare Ngāti Pareraukawa Ngāti Parewahawaha Ngāti Pīkiahuaewae Ngāti Rākau Ngāti Rangatahi Ngāti Takihiku Ngāti Te Au Ngāti Tūkorehe Ngāti Tūranga Ngāti Wehi Wehi Ngāti Whakatore</p> <p>Ngāti Kahungunu ki Wairarapa – Tāmaki Nui ā Rua <i>Ngāti Kahungunu ki Wairarapa – Tāmaki Nui ā Rua hapū are:</i> Ngāti Hinewaka Papawai Marae Wairarapa Moana Hurunui o Rangi Marae Ngāi Tumapuhia a Rangi Te Hika o Papauma o Wairarapa Te Oreore Marae Akura Tamaki Nui a Rua</p>	<p>Taranaki Whānui ki te Upoko o te Ika <i>Taranaki Whānui ki te Upoko o te Ika does not have hapū.</i></p> <p>Ngāti Kahungunu <i>Ngāti Kahungunu hapū are:</i> (Wairarapa) Kahukuraawhitia Kahukuranui Ngāi Rangawhakairi Ngāi Tahu Ngāi Taneroroa Ngāi Tumapuhia-a-Rangi Ngāti Hikawera o Kahungunu Ngāti Hinewaka Ngāti Kahukuranui o Kahungunu Kaiti Ngāti Kaparuparu Ngāti Meroiti Ngāti Moe Ngāti Papauma o Kahungunu me Rangitāne Ngāti Parera Ngāti Rākairangi Ngāti Rangitaitaia Ngāti Rangitehewa Ngāti Tatuki Ngāti Te Ahuahu Ngāti Te Hina Ngāti Te Tomo o Kahungunu Ngāti Tūkoko Tahu o Kahungunu Tamahau Whiunga (Tamaki Nui a Rua) Ngā Hau E Whā Ngāti Hāmua Ngāti Mutuahi Ngāti Pakapaka Ngāti Te Rangiwhakaewa Te Hika a Pāpāuma</p>
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Appendix B: Public submissions form

The Local Government Commission welcomes your feedback on any part of the draft proposal. The format below may be used as a guide, but is not required. Your submission will be made publicly available (posted on our website, or compiled in a summary of submissions).

The closing date for submissions is **4.00pm on 2 March 2015**

Please send your submission to:

email submissions@lgc.govt.nz

post to Local Government Commission
PO Box 5362
Wellington 6145

Note: This form is available as a stand-alone document on the Local Government Commission website www.lgc.govt.nz.

Your name	
Group this submission is from (if any)	
Your contact details (phone number, email, postal address)	
Which council(s) is most relevant to your home or business?	
Do you wish to appear before the Commission at public hearings?	Yes/No

In general, do you support the draft proposal?
In general, do you support the draft proposal but with some changes?
What do you support and why?
In general, do you oppose the draft proposal?
In general, do you oppose the draft proposal but want an alternative model for change?
What do you oppose and why?
If you want changes of some sort, can you suggest new wording?
What do you think good local government would look like in the Wellington region?

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